

# **ASSESSMENT ENGINEER'S REPORT**

**Prepared for the**

**CITY OF SAN DIEGO**

**Sabre Springs  
Maintenance Assessment District**

**Annual Update for Fiscal Year 2005**

**under the provisions of the**

**San Diego Maintenance Assessment District Ordinance  
of the San Diego Municipal Code**

**and**

**Landscape and Lighting Act of 1972  
of the California Streets and Highways Code**

**Prepared by**

**BOYLE ENGINEERING CORPORATION  
7807 Convoy Court, Suite 200  
San Diego, CA 92111  
(858) 268-8080**

**May 2004**

# **CITY OF SAN DIEGO**

## **Mayor**

Dick Murphy

## **City Council Members**

Scott Peters District 1	Brian Maienschein District 5
Michael Zucchet District 2	Donna Frye District 6
Toni Atkins District 3	Jim Madaffer District 7
Charles Lewis District 4	Ralph Inzunza, Jr. District 8

## **City Manager**

P. Lamont Ewell

## **City Attorney**

Casey Gwinn

## **City Clerk**

Charles G. Abdelnour

## **City Engineer**

Frank Belock

## **Assessment Engineer**

Boyle Engineering Corporation

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# Assessment Engineer's Report

## Sabre Springs

## Maintenance Assessment District

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### Preamble

Pursuant to the provisions of the "San Diego Maintenance Assessment District Ordinance" (being Division 2, Article 5, Chapter VI beginning at Section 65.0201 of the San Diego Municipal Code), provisions of the "Landscape and Lighting Act of 1972" (being Part 2 of Division 15 of the California Streets and Highways Code), applicable provisions of "Proposition 218" (being Article XIID of the California Constitution), and provisions of the "Proposition 218 Omnibus Implementation Act" (being California Senate Bill 919) (the aforementioned provisions are hereinafter referred to collectively as "Assessment Law"), in connection with the proceedings for the SABRE SPRINGS MAINTENANCE ASSESSMENT DISTRICT (hereinafter referred to as "District"), BOYLE ENGINEERING CORPORATION, as Assessment Engineer to the City of San Diego for these proceedings, submits herewith this report for the District as required by California Streets and Highways Code Section 22565.

FINAL APPROVAL, BY RESOLUTION NO. \_\_\_\_\_ ,  
ADOPTED BY THE CITY COUNCIL OF THE CITY OF SAN  
DIEGO, COUNTY OF SAN DIEGO, CALIFORNIA, ON THE  
\_\_\_\_\_ DAY OF \_\_\_\_\_, 2004.

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Charles G. Abdelnour, CITY CLERK  
CITY OF SAN DIEGO  
STATE OF CALIFORNIA

## Executive Summary

**Project:** Sabre Springs  
Maintenance Assessment District

**Apportionment Method:** Equivalent Benefit Unit (EBU)

	<b>FY 2004</b>	<b>FY 2005 <sup>(1)</sup></b>	<b>Maximum <sup>(2)</sup> Authorized</b>
<b>Total Parcels Assessed:</b>	3,028	3,025	--
<b>Total Estimated Assessment:</b>	\$84,870	\$88,838	--
<b>Total Number of EBUs:</b>	4,485.98	4,542.38	--
<b>Assessment per EBU:</b>	\$18.92	\$19.55 <sup>(3)</sup>	\$19.55 <sup>(3)</sup>

<sup>(1)</sup> FY 2005 is the City's Fiscal Year 2005, which begins July 1, 2004 and ends June 30, 2005. Total Parcels Assessed, Total Estimated Assessment, and Total Number of EBUs may vary from prior fiscal year values due to parcel changes and/or land use re-classifications.

<sup>(2)</sup> Maximum Authorized annual amounts subject to cost indexing provisions set forth in this Assessment Engineer's Report.

<sup>(3)</sup> Fiscal Year 2004 maximum authorized annual assessment increased by cost indexing factor of 3.35%.

**Proposition 218 Compliance:** The District was re-engineered in Fiscal Year 1999 for compliance with Proposition 218. By a ballot proceeding, majority property owners approved Fiscal Year 1999 assessments, maximum authorized assessments for subsequent years, and provisions for annual cost indexing.

**Annual Cost Indexing:** An increase of assessments, under authority of annual cost indexing provisions, is required for Fiscal Year 2005.

**Bonds:** No bonds will be issued in connection with this District.

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## Background

The Sabre Springs Maintenance Assessment District (District) is located in the northeast area of the City of San Diego, bounded by the Carmel Mountain Ranch Planning Area to the north, the City of Poway to the east, the Miramar Ranch North Planning Area to the South, and Interstate 15 to the west. There are approximately 1,473 total acres within the District, encompassing the majority of the Sabre Springs Planning Area. According to the Sabre Springs Community Plan only 47% of the area is considered developable due to the presence of steep hills, rugged terrain and other constraints.

In 1998, the City of San Diego (City) retained Boyle Engineering Corporation (Boyle) to prepare an Assessment Engineer's Report for the formation of the District. The improvements maintained by the District consist of landscaped and paved medians, slopes adjacent to right-of-way, crib walls, native and revegetated open spaces, hardscape features (sidewalks, curbs, gutters, etc.), landscaped parkways, and ornamental streetlighting along two bridges. The purpose of the District is to provide for the maintenance of these improvements.

The District was re-engineered in Fiscal Year 1999 for compliance with Proposition 218. By a mail ballot proceeding, property owners approved the re-engineering. The Assessment Engineer's Report, preliminarily accepted by Resolution Number R-290093 on May 11, 1998, proposed Fiscal Year 1999 assessments, maximum authorized assessments for subsequent years, and provisions for annual cost indexing of the maximum authorized assessments.

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## District Proceedings for Fiscal Year 2005

This District is authorized and administered under the provisions of the "San Diego Maintenance Assessment District Ordinance" (being Division 2, Article 5, Chapter VI beginning at Section 65.0201 of the San Diego Municipal Code), provisions of the "Landscape and Lighting Act of 1972" (being Part 2 of Division 15 of the California Streets and Highways Code), applicable provisions of "Proposition 218" (being Article XIII D of the California Constitution), and provisions of the "Proposition 218 Omnibus Implementation Act" (being California Senate Bill 919) (the aforementioned provisions are

hereinafter referred to collectively as "Assessment Law"). This report has been prepared in compliance with Assessment Law.

The purpose of the proposed proceedings and this Assessment Engineer's Report is to update the District budget and assessments for Fiscal Year 2005. The Fiscal Year 2005 assessments proposed within this Assessment Engineer's Report represent a 3.35% increase over the previous year's assessments. This increase is under the authority of annual cost indexing provisions approved by property owners. Therefore, the vote requirements of Section 4 of Article XIID do not apply to these proceedings.

A public hearing will be scheduled where public testimony will be heard by the Council, and the Council may, at its discretion, adopt a resolution ordering the levying of the proposed assessments.

### **Bond Declaration**

No bonds will be issued in connection with this District.

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## **District Boundary**

The Boundary Map & Assessment Diagram for the District are on file in the Maintenance Assessment Districts section of the Park and Recreation Department of the City of San Diego and by reference are made a part of this report. The Boundary Map and Assessment Diagram for the District are available for public inspection during normal business hours. A reduced copy of the Boundary Map is included as Exhibit A.

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## **Project Description**

The project to be funded by the proposed assessments is the maintenance of approximately 2.88 acres of landscaped medians, 1.65 acres of paved medians; 1.8 acres of landscaped right-of-way, 23.2 acres of enhanced open space (including a mini park), 641.95 acres of natural open space, 1.1 acres of landscaped crib walls, and ornamental streetlighting along two bridges.

Maintenance activities include, but are not limited to irrigation, fertilization, edging of medians, litter removal, weed control, pest control, pruning of trees and shrubs, plant replacement, sweeping,

repair of irrigation systems, facility maintenance, mowing, aeration, renovation, electrical power and bulb replacement costs associated with ornamental streetlighting.

The engineering drawings for the improvements to be maintained by the District are on file at Map Records in the City Engineer's office and are incorporated herein by reference. The specifications for the maintenance to be performed are contained in City Contract No. I6282/98 which is incorporated herein by reference and are on file with the City Clerk and the Park and Recreation Department.

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## **Separation of General and Special Benefits**

Consistent with City policy for the public at large, the City will provide the District with annual contributions from the Gas Tax Fund for median maintenance (18.6¢ per square foot of landscaped median and 1.34¢ per square foot of hardscaped median) and from the Environmental Growth Fund for open space maintenance (\$26.63 per acre). These allocations are considered to be a "general benefit" administered by the District. All other maintenance, operation, and administrative costs, which exceed the City's contribution to the public at large, are "special benefits" funded by District.

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## **Cost Estimate**

### **Estimated Costs**

Estimated Fiscal Year 2005 annual expenses, revenues, reserves, and assessments (provided by the City) are included as Exhibit B hereto.

### **Annual Cost Indexing**

With the passage of Proposition 218, any proposed increase in assessments must be placed for approval before the property owners by a mail ballot and a public hearing process, similar to these proceedings. A majority of ballots received must be affirmative for the City Council to confirm and levy the increased assessments. For small assessment districts or districts with relatively low dollar assessments, the cost of an engineer's report, balloting, and the public hearing process can potentially exceed the total cost of the increase. These incidental costs of the proceedings can be added to the assessments,



resulting in even higher assessments.

Indexing assessments annually to the San Diego Consumer Price Index for Urban Consumers (SDCPI-U), as approved by the District property owners in Fiscal Year 1999, allows for minor increases for normal maintenance and operating cost escalation without incurring the costs of the Proposition 218 ballot proceedings. Any significant change in the assessment initiated by an increase in service provided or other significant changes to the District would still require the Proposition 218 proceedings and property owner approval.

The maximum authorized assessment established in the Fiscal Year 1999 proceedings are authorized to be indexed (increased or decreased) annually by the factor published in the SDCPI-U. Fiscal Year 2000 was the first year authorized for such indexing. It has been determined that an increase of assessments, as authorized by the cost indexing provisions, is required for Fiscal Year 2005.

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## **Method of Apportionment**

### **Estimated Benefit of Improvements**

The Transportation Element of the City's General Plan and the general policy recommendations found in the Sabre Springs Community Plan establish several goals for the community's transportation system. The improvements being maintained by this District are consistent with the plans' goals for safety and pleasing aesthetics.

The major and arterial streets within the District are the backbone of the street network within the community. They serve as the primary access routes for inter-community and intra-community trips and thus serve all parcels within the community. All parcels within the District benefit from the enhancement of these streets and the enhanced community image provided by the improvements being maintained by the District.

### **Apportionment Methodology**

The total cost for maintenance of the improvements funded by the District will be assessed to the various parcels in proportion to the estimated Equivalent Benefit Units (EBUs) assigned to a parcel, in

relationship to the total EBUs of all the parcels in the District.

EBUs for each parcel have been determined as a function of three factors, a Land Use Factor, a Benefit Factor, and a Location Factor, related as shown in the following equation:

$$\text{EBUs} = (\text{Acres or Units}) \times \text{Land Use Factor} \times \text{Benefit Factor} \times \text{Location Factor}$$

### ***Land Use Factor***

Since the improvements to be maintained by the District are primarily associated with the Transportation Element of the General and Community Plans, trip generation rates for various land use categories (as previously established by the City's Transportation Planning Section) have been used as the primary basis for the development of Land Use Factors. While these trip generation rates strictly address only vehicular trips, they are also considered to approximately reflect relative trip generation for other modes of transportation (e.g., pedestrian trips, bicycle trips, etc.), and are considered the best available information for these other transportation modes.

The special benefits of landscape and lighting improvements maintained by the District are linked to trip generation primarily by the public safety and aesthetic enhancement enjoyed by travelers through the community. Trip generation rates provide the required nexus and basis for assigning ratios of maximum potential benefit to the various land use/zoning classifications as defined by the City's Municipal Code.

Land use/zoning classifications have been grouped with averaged trip generation rates assigned to establish the Land Use Factors as shown in Table 1.

**TABLE 1: Land Use Factors**

Land Use/Zoning	Code	Land Use Factor
Residential – Single Family (detached)	SFD	1.0 per dwelling unit
Residential – Condominium	CND	0.7 per dwelling unit
Residential – Convalescent & Retirement Home	CNV	0.3 per dwelling unit
Commercial – Office & Retail	COM	45.0 per acre
Educational – Primary & Secondary	EPS	5.0 per acre
House of Worship	CRH	2.8 per acre
Industrial	IND	15.0 per acre
Open Space (designated)	OSP	0 per acre
Park – Developed	PKD	5.0 per acre
Utility Facility	UTL	3.0 per acre

Designated Open Space serves primarily to preserve natural landscape and habitat. While access for study and passive recreation is sometimes permitted, these activities are usually allowed only to the limited extent consistent with the primary purpose of natural preservation. Since this land is essentially “unused” in the customary terms of land use (which relate to human use, not use by nature), the trip generation rate is zero. Therefore, the designated Open Space receives no benefit from the Transportation Element and has been assigned a Land Use Factor of zero.

While those traveling streets and roadways enjoy the improvements maintained by the District during their travel, the actual benefit of this enjoyment accrues to the lands at the origins and destinations of their trips, not to the lands of the streets and roadways, themselves. Accordingly, the Street/Roadway category receive no benefit and have been assigned a Land Use Factor of zero.

### ***Benefit Factor***

The Land Use Factor described above reflects the relative intensity of use (or potential use) of the various parcels of land to be assessed. It does not address the relationship of this use to the specific improvements to be maintained by the District. This relationship is reflected in the Benefit Factor utilized in the assessment methodology.

In determining the Benefit Factor for each land use category, the subcomponents of the benefits of District improvements considered may include some or all of the following: public safety, view corridors and aesthetics, enhancement of community identity, drainage corridors, and recreational potential. As Benefit Factors and their subcomponents are intended to reflect the particular relationships between specific land uses within a district and the specific improvements maintained by the district, Benefit Factors will generally vary from one district to another, based on the specific character and nature of the applicable land uses and improvements maintained.

The applicable benefit subcomponents and resultant composite Benefit Factors determined for the various Land Use/Zoning categories within this District are as shown in Table 2.

**TABLE 2: Benefit Factors by Land Use**

<b>Land Use/Zoning</b>	<b>Public Safety (max. 0.4)</b>	<b>Aesthetics (max. 0.6)</b>	<b>Composite Benefit Factor (max. 1.0)</b>
Residential – All	0.4	0.6	1.0
Commercial – Office & Retail	0.4	0.3	0.7
Educational – Primary & Secondary	0.4	0.3	0.7
House of Worship	0.4	0.3	0.7
Industrial	0.4	0.3	0.7
Open Space (designated)	0.4	0	0.4
Park – Developed	0.4	0	0.4
Utility Facility	0.4	0	0.4

**Public Safety.** All land uses are considered to receive the maximum available benefit from the public safety element of District improvements. Public safety is essential to all land uses, and even to lands, such as designated Open Space, held in stewardship with only incidental human use.

**Aesthetics.** The degree of benefit received from the aesthetic qualities of landscaped and hardscaped roadway medians and rights-of-way maintained by the District varies among land use categories. Generally, by nature of their use, residential lands receive the greatest benefit from the reduced traffic congestion, reduced noise levels, greater separation from traffic and generally

more tranquil environment provided by landscaped and hardscaped roadway medians and rights-of-way. Commercial and institutional uses, on the other hand, often thrive on higher densities, greater traffic access, and a higher level of activity in the vicinity of their enterprises. These uses, accordingly, receive a lesser degree of benefit from the general insulation and separation provided by the aesthetic elements of District improvements.

Lands in the Open Space and Utility Facility categories are considered to receive no significant benefit from the aesthetic elements of District improvements, as enhanced aesthetic quality of other lands in their vicinity does not affect their function, use, or value. Lands in the Park category are considered to receive no significant benefit from the aesthetic elements of District improvements, as the aesthetic values of these lands are themselves so high that they are little enhanced by those of other lands in their vicinity.

### ***Location Factor***

The Location Factor considers the location of the parcels to be assessed relative to the location of District improvements. Due to the fact that the improvements are generally evenly situated throughout the District, each parcel has been assigned a Location Factor of one (1.0).

### ***Equivalent Benefit Units (EBUs)***

As described above, the number of Equivalent Benefit Units (EBUs) assigned to each parcel in the District has been calculated, based on the preceding factors, as follows:

$\text{EBUs} = (\text{Acres or Units}) \times \text{Land Use Factor} \times \text{Benefit Factor} \times \text{Location Factor}$
--

Based on the above formula, the EBUs calculated for each property, can be found in the Assessment Roll (Exhibit C).

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## Summary Results

The District Boundary is presented in Exhibit A.

An estimate of the costs of the improvements provided by the District is included as Exhibit B to this report.

The assessment methodology utilized is as described in the text of this report. Based on this methodology, the EBUs and Fiscal Year 2005 District assessment for each parcel were calculated and are shown in the Assessment Roll (Exhibit C).

Each lot or parcel of land within the District has been identified by unique County Assessor's Parcel Number on the Assessment Roll and the Boundary Map and Assessment Diagram referenced herein. The net assessment for each parcel for Fiscal Year 2005 can be found on the Assessment Roll.

This report has been prepared and respectfully submitted by:

BOYLE ENGINEERING CORPORATION

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Eugene F. Shank, PE

C 52792

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David R. Spencer, EIT

CA 109078

I, \_\_\_\_\_, as CITY CLERK of the CITY OF SAN DIEGO, COUNTY OF SAN DIEGO, CALIFORNIA, do hereby certify that the Assessment as shown on the Assessment Roll, together with the Assessment Diagram, both of which are incorporated into this report, were filed in my office on the \_\_\_\_\_ day of \_\_\_\_\_, 2004.

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Charles G. Abdelnour, CITY CLERK  
CITY OF SAN DIEGO  
STATE OF CALIFORNIA

I, \_\_\_\_\_, as CITY CLERK of the CITY OF SAN DIEGO, COUNTY OF SAN DIEGO, CALIFORNIA, do hereby certify that the foregoing Assessment, together with the assessment diagram incorporated into this report, was approved and confirmed by the CITY COUNCIL of said City on the \_\_\_\_\_ day of \_\_\_\_\_, 2004.

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Charles G. Abdelnour, CITY CLERK  
CITY OF SAN DIEGO  
STATE OF CALIFORNIA

I, \_\_\_\_\_, as SUPERINTENDENT OF STREETS of the CITY OF SAN DIEGO, COUNTY OF SAN DIEGO, CALIFORNIA, do hereby certify that the foregoing Assessment, together with the assessment diagram was recorded in my office on the \_\_\_\_\_ day of \_\_\_\_\_, 2004.

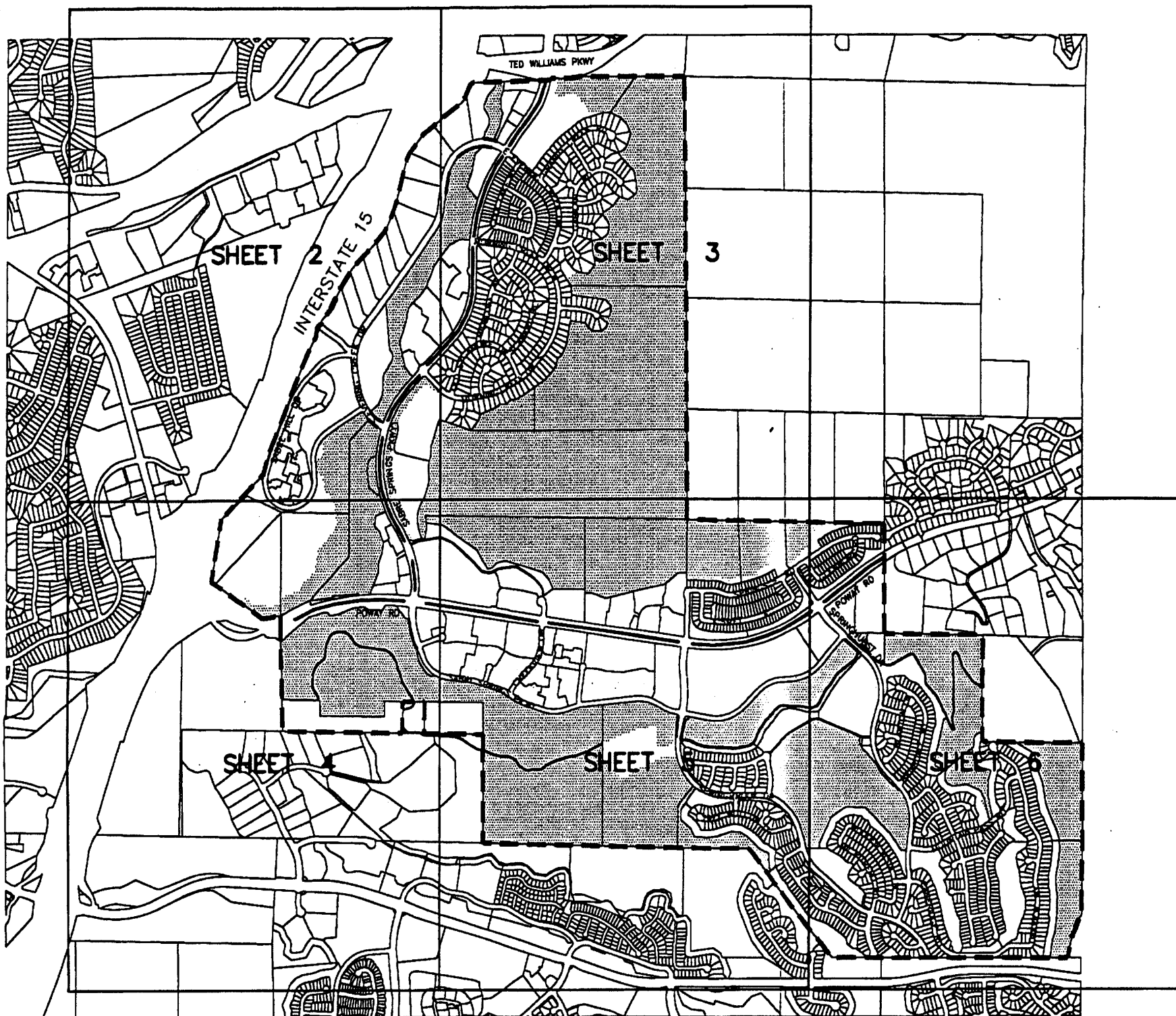
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SUPERINTENDENT OF STREETS  
CITY OF SAN DIEGO  
STATE OF CALIFORNIA

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# **EXHIBIT A**





## BOUNDARY MAP

FILED IN THE OFFICE OF THE CITY CLERK  
OF THE CITY OF SAN DIEGO, STATE OF  
CALIFORNIA, THIS \_\_\_\_ DAY OF \_\_\_\_\_,  
1998.

CHARLES G. ABDELNOUR, CITY CLERK  
CITY OF SAN DIEGO  
STATE OF CALIFORNIA

PREPARED BY:  
**Bova Engineering Corporation**  
7807 Convey Court, Suite 200, San Diego, CA 92111 (619)266-8080

I HEREBY CERTIFY THAT THE WITHIN MAP  
SHOWING PROPOSED BOUNDARIES OF THE  
SABRE SPRINGS LANDSCAPE MAINTENANCE  
DISTRICT, CITY OF SAN DIEGO, STATE OF  
CALIFORNIA, WAS APPROVED BY THE CITY  
COUNCIL AT A REGULAR MEETING THEREOF,  
HELD ON THE \_\_\_\_ DAY OF \_\_\_\_\_, 1998,  
BY ITS RESOLUTION NO. \_\_\_\_\_.

CHARLES G. ABDELNOUR, CITY CLERK  
CITY OF SAN DIEGO  
STATE OF CALIFORNIA

AN ASSESSMENT WAS LEVIED BY THE CITY  
COUNCIL OF THE CITY OF SAN DIEGO ON  
THE LOTS, PIECES, AND PARCELS OF LAND  
SHOWN ON THIS ASSESSMENT DIAGRAM.  
SAID ASSESSMENT WAS LEVIED ON THE  
\_\_\_\_ DAY OF \_\_\_\_\_, 1998; SAID  
ASSESSMENT DIAGRAM AND THE ASSESSMENT  
ROLL WERE RECORDED IN THE OFFICE OF  
THE SUPERINTENDENT OF STREETS OF THE  
CITY OF SAN DIEGO, STATE OF CALIFORNIA  
ON THE \_\_\_\_ DAY OF \_\_\_\_\_, 1998.  
REFERENCE IS MADE TO THE ASSESSMENT  
ROLL RECORDED IN THE OFFICE OF THE  
SUPERINTENDENT OF STREETS FOR THE  
EXACT AMOUNT OF EACH ASSESSMENT  
LEVIED AGAINST EACH PARCEL OF LAND  
SHOWN ON THIS ASSESSMENT DIAGRAM.

NOTE:  
FOR A DETAILED DESCRIPTION OF THE LINES  
AND DIMENSIONS OF LOTS OR PARCELS SHOWN  
ON THIS MAP, REFER TO THE COUNTY ASSESSOR'S  
MAPS WHICH SHALL GOVERN WITH RESPECT TO  
ALL DETAILS CONCERNING THE LINES AND  
DIMENSIONS OF SUCH LOTS OR PARCELS.

### LEGEND:

- DISTRICT BOUNDARY
- DISTRICT IMPROVEMENTS
- DISTRICT IMPROVEMENTS
- PARCEL LINE



CITY OF  
SAN DIEGO

# SABRE SPRINGS LANDSCAPE MAINTENANCE DISTRICT

W.O. \_\_\_\_\_ DATE: \_\_\_\_\_ REVISIONS: \_\_\_\_\_

# **EXHIBIT B**

# **EXHIBIT B - Estimated Annual Expenses, Revenues & Reserves** **Sabre Springs Maintenance Assessment District**

	FY 2003 ESTIMATE	FY 2004 ESTIMATE	FY 2005 PROPOSED
<b>BEGINNING BALANCE AND RESERVE</b>			
Beginning Balance	\$ 63,784	\$ 95,271	\$ 98,892
Prior Year Encumbrances	\$ 5,479	\$ -	\$ -
<b>TOTAL BALANCE</b>	<b>\$ 69,263</b>	<b>\$ 95,271</b>	<b>\$ 98,892</b>
<b>REVENUE</b>			
Assessments	\$ 80,030	\$ 84,870	\$ 88,838
Interest	\$ 2,867	\$ 2,129	\$ 2,235
Environmental Growth Fund	\$ 27,366	\$ 17,095	\$ 17,095
Gas Tax Fund	\$ 23,551	\$ 23,551	\$ 24,333
General Fund	\$ -	\$ -	\$ -
Miscellaneous	\$ 6,799	\$ -	\$ -
<b>TOTAL REVENUE</b>	<b>\$ 140,613</b>	<b>\$ 127,645</b>	<b>\$ 132,501</b>
<b>TOTAL BALANCE AND REVENUE</b>	<b>\$ 209,876</b>	<b>\$ 222,916</b>	<b>\$ 231,393</b>
<b>EXPENSE</b>			
CAPITAL IMPROVEMENTS PROGRAM	\$ -	\$ -	\$ -
OPERATING EXPENSE			
Personnel	\$ 24,096	\$ 21,815	\$ 23,950
Contractual	\$ 42,935	\$ 52,210	\$ 54,821
Incidental	\$ 22,481	\$ 19,124	\$ 17,692
Utilities	\$ 25,093	\$ 30,875	\$ 32,795
<b>TOTAL OPERATING EXPENSE</b>	<b>\$ 114,605</b>	<b>\$ 124,024</b>	<b>\$ 129,258</b>
<b>TOTAL EXPENSE</b>	<b>\$ 114,605</b>	<b>\$ 124,024</b>	<b>\$ 129,258</b>
<b>RESERVE</b>			
Contingency Reserve	\$ -	\$ -	\$ 102,135
<b>TOTAL RESERVE</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 102,135</b>
<b>BALANCE</b>	<b>\$ 95,271</b>	<b>\$ 98,892</b>	<b>\$ -</b>
<b>TOTAL EXPENSE, RESERVE AND BALANCE</b>	<b>\$ 209,876</b>	<b>\$ 222,916</b>	<b>\$ 231,393</b>

# **EXHIBIT C**

Due to the size of the Assessment Roll (Exhibit C), only limited copies are available. Please contact the City of San Diego, Park & Recreation Department, Open Space Division, Maintenance Assessment Districts Program at (619) 685-1350 to review the Assessment Roll.